

2011

California Statewide Interoperability Executive Committee

GOVERNANCE CHARTER



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1.0 Introduction

The California Statewide Interoperability Executive Committee (CalSIEC) has been tasked with managing the state and federally designated interoperability spectrum and developing governance on behalf of all California public safety first responders.

Following the September 11, 2001 terrorist attacks, it became clear that one of the prominent issues in public safety communications was the need to have communications interoperability. Defined as the ability for public safety first responders to communicate, when authorized, with whom they need and when they need.

In 2003, the Director of the Governor's Office of Emergency Services¹ (OES) chartered CalSIEC to combine existing efforts and to provide a single committee to administer all interoperability spectrums in California. CalSIEC provides guidance and consensus for agreements that define practices for the use of interoperability governance and channels. CalSIEC operates under the Federal Communications Commission (FCC) charter to administer state and federal designated interoperability spectrum, within the context of the Master Mutual Aid system.

Through combined efforts, CalSIEC and the Public Safety Radio Strategic Planning Committee (PSRSPC) developed the California Statewide Communications Interoperability Plan (CalSCIP), which incorporates California's mutual aid addressing the changes in protocols required to adapt to today's operational needs.

2.0 Background

During January 2001, the FCC adopted rules and regulations outlining technical and operational standards for the use of a portion of the new public safety 700 MHz band, including the assignment of responsibility for the management of the interoperability channels to the states. CA OES accepted this responsibility for California, as the state's emergency communications coordination agency.

In the January 2001, order adopting these regulations, the FCC acted on a number of the initial recommendations of the FCC's Public Safety National Coordination Committee (NCC), including a recommendation that each state establish a State Interoperability Executive Committee (SIEC) to manage the interoperability spectrum. The FCC declined to require the establishment of a SIEC in each state, recognizing that a number of states already had a process to manage this new spectrum in place.

In their July 2003 final recommendations to the FCC, the NCC stated that the SIECs should be chartered as Statewide Interoperability Executive Committees, and that each SIEC should manage all interoperability channels within their respective state. CA OES (as of January 1, 2009 CA OES is known as the California Emergency Management Agency or CalEMA) concurred with the NCC's recommendations, and in August 2003 established the California Statewide Interoperability Executive Committee (CalSIEC).

During the last four decades, Cal EMA has provided leadership to state and local public safety officials collaborating in the development and operation of interoperability channels in daily emergency operations.

These channels include:

- 1960s, the California Law Enforcement Mutual Aid Radio System (CLEMARS).
- 1970s, the "White" Fire interagency channels.
- 1980s, the California On-scene Emergency Coordination Channel (CALCORD).

¹ In January 2009 the California Office of Homeland Security (OHS) and the Governor's Office of Emergency Services (OES) merged creating the California Emergency Management Agency (Cal EMA).

- 1990s, the 800 MHz "International" Calling and Tactical interoperability channels.

Technical and operational protocols for each of these interoperability systems have been developed by advisory bodies to CalEMA, and follow similar templates for operating policies while respecting the requirements of each discipline. Since 1988, the methods used by CalEMA to administer these interoperability frequencies have been cited as interoperability management "best practices" in the recommendations of three advisory committees to the FCC.

3.0 Charter

The CalSIEC has been tasked with statewide coordination and management of public safety communications interoperability. This includes:

- Developing, evolving, and maintaining the structure and membership of the CalSIEC; following guidelines for SIECs established by the FCC, the NCC, and the National Public Safety Telecommunications Council (NPSTC).
- Building upon the historical successes of the CLEMARS, CALCORD, and fire "White Channel" plans, develop an integrated statewide communications plan that covers technical and operational policies for all interoperability channels, and thereby reducing the number of separate plans issued by Cal EMA.
- Developing policy and direction regarding "system of systems".
- Ensuring participation of all appropriate responder and support disciplines from all levels of government.
- Leveraging and coordination of local, state, and federal assets.

The charter is a living document that will undergo review at least once every two years.

4.0 Vision Statement

By 2017, ensure all local, regional, tribal, state and federal public safety first-responders and designated public service organizations operating within California are able to communicate in real time, across disciplines and jurisdictions, to respond more effectively during day-to-day operations and major incidents.

5.0 Mission Statement

Provide a statewide strategic planning framework for an innovative, inclusive, scalable, sustainable, and well-managed interoperability infrastructure that promotes national standards, and is effective in addressing the unique urban and rural requirements of the public safety first responders and designated public service organizations serving the citizens of California.

6.0 CalSIEC Governance Structure

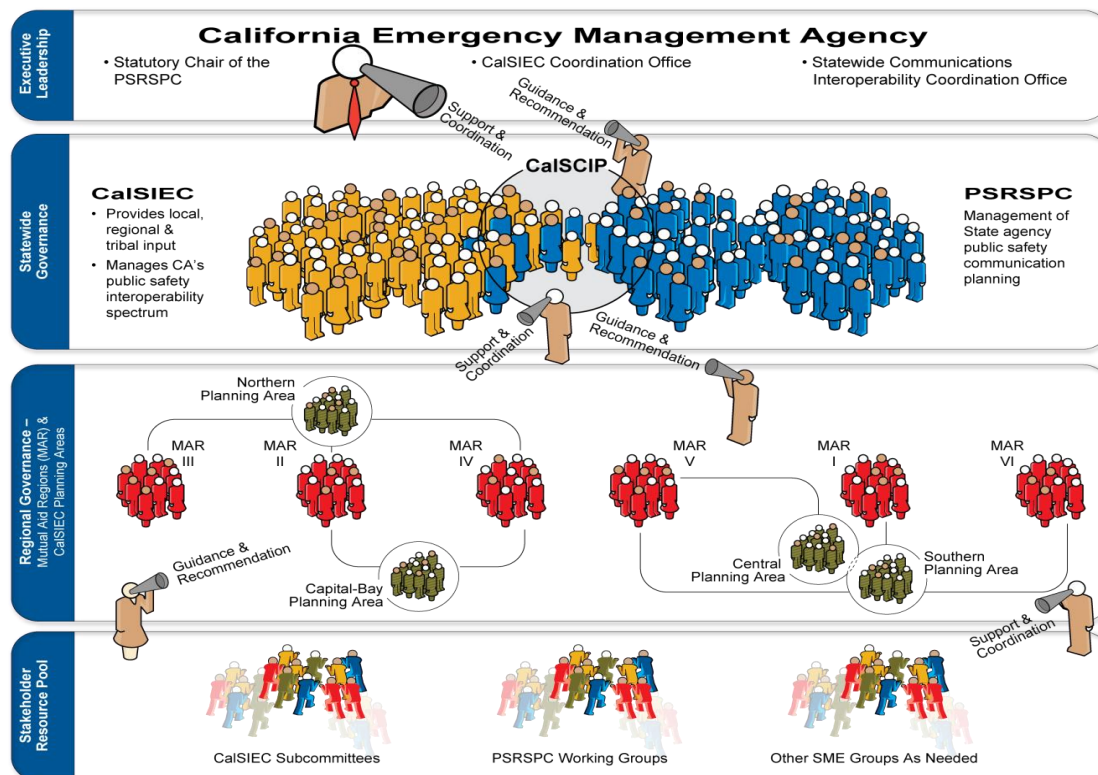
Interoperability Governance Objectives

The California interoperability governance model relies on two objectives:

- **Performance:** contribution to the overall performance and delivery of services to the public safety community and ultimately the larger constituency they serve.
- **Adherence:** commitment to ensuring that requirements of the law, regulations, and community standards of accountability and transparency are met.

Relationship & Partnership with Public Safety Entities

Achieving interoperability requires partnerships from all levels of government. Stakeholders representing various disciplines, jurisdictions, and levels of government play critical roles in creating and sustaining partnerships essential to the governance structure as illustrated in Figure A: CalSIEC Governance Structure. Stakeholders can share knowledge and resources across California and ensure a high-level flow of information and communication between components of the governance structure. Cal EMA is the executive sponsor for CalSIEC and will act as the oversight agency in California's interoperability efforts.



7.0 CalSIEC Coordination Office (Cal EMA)

CalEMA is responsible for the daily operations of California's interoperability efforts, including coordinating and managing the use of the interoperability spectrum, and implementation oversight for the initiatives outlined in the CalSCIP. These duties will be performed by CalEMA to fulfill the role of a California Interoperability Coordination's Office (CICO). This includes developing and delivering reports and briefings, coordinating various governmental initiatives related to public safety interoperability communications, and assisting subcommittees and Working Groups.

CICO Roles and Responsibilities

- Publish and promote the integrated statewide communications plan that covers technical and operational policies for all interoperability channels.
- Coordinate the use of state and federally designated interoperability spectrum by serving as the state "using agency" for all FCC licenses² obtained to cover operations on these frequencies.
- Enter into Memorandums of Understanding (MOUs) with local, tribal, state, and/or federal entities to operate on frequencies in the interoperability spectrum, in compliance with the integrated statewide communications plan.
- Maintain a database of MOUs agreements, and the technical details of the operations covered thereby.
- Coordinate communications interoperability initiatives and funding efforts.
- Work with the CalSIEC Chair to develop meeting schedules and agendas.
- Collaborate with the CalSIEC to establish Working Groups to accomplish tasks associated with each initiative outlined in the CalSCIP.
- Serve as a liaison and consensus builder during meetings.
- Act as a conduit between Working Groups, Executive Committee, and planning area members as appropriate.
- Coordinate projects and initiatives across California as appropriate regarding public safety interoperability communications.
- Support the communications needs of the Executive Committee's constituents.
- Provide communications and knowledge management support.
- Plan, control, and manage the task(s) to implement the CalSCIP.
- Monitor progress, challenges, and accomplishment made on achieving the goals and initiatives outlined in the CalSCIP.
- Ensure deliverables are of high quality and address CalSIEC goals.
- Solicit input from public safety organizations.
- Brief the status of the initiatives and tasks at the Executive Committee, and Working Group meetings when appropriate.

² Under State of California Administrative procedures, the Telecommunications Division of the Department of General Services has been delegated responsibility and authority to deal with the federal government on public safety telecommunications regulatory matters.

8.0 CalSIEC Membership

Executive Committee Purpose

The CalSIEC Executive Committee serves as the steering group for the Executive Sponsor (Cal EMA) and evaluates the guidance and recommendations developed by the working groups that are comprised of practitioners from the Planning Areas, the PSRSPC, the CalSIEC Liaison, Advisors and Executive Committee members. The Executive Committee meets a minimum of two times a year to review overall progress and approve the next set of priorities. Between meetings, the CalSIEC Coordination Office (Cal EMA) tracks projects and provide information to the Executive Committee through email, conference calls and other appropriate means.

Executive Committee Membership

The Executive Committee consists of 19 representatives from various, local and state governmental agencies, tribal representation, public safety associations, and an elected Chair for a total of 20 members. The secretary of Cal EMA and the Chair are non-voting positions, leaving 18 voting members. Additionally, a Vice Chair shall be nominated and elected from the members of the Executive Committee. Both the Chair and Vice Chair shall be elected by a majority vote of the members of the committee (Figure B).

Alternates are permitted in the event that a member is unable to attend a meeting and must have equal authority to formulate advice and make decisions on behalf of their constituents. CalSIEC representative organizations are encouraged to designate named alternates. Alternates are encouraged to attend all Executive Committee meetings and will be included on all CalSIEC correspondence to ensure familiarity with issues when asked to fulfill the responsibility of members. Representatives from other organizations are invited to participate in Executive Committee meetings and may be nominated and elected to serve as Executive Chair. The participation of these organizations are welcome as they may provide input beyond the members' existing capabilities and/or provide subject matter expertise. In addition, the Executive Committee may schedule additional working sessions to involve a broader representation of interested groups.

Figure B: CalSIEC Members

CalSIEC membership consists of a non-voting Standing Chair and the following 19 agencies and associations:

- CA State Sheriffs Assoc.
- PSRSPC
- FIREScope Board of Directors
- Central Ca Planning Area
- CA Highway Patrol
- League of California Cities
- CA CalEMA Fire and Rescue Branch/Mutual Aid System
- Tribal Representative
- CA Dept of Forestry and Fire Protection
- *EMSAAC
- Cal Fire Chiefs Assoc.
- Northern Ca Planning Area
- Southern Ca Planning Area
- CA Dept of Transportation
- CA Police Chiefs Assoc.
- CA CalEMA Law Enforcement Branch/Mutual Aid System
- CA State Association of Counties
- Capitol/Bay Planning Area

*EMSAAC: Emergency Medical Services Administrators Association of California

Executive Committee Membership Selection Process

Representatives will be appointed by the organization they represent. The Cal EMA Secretary and the Executive Committee Chair may request a representative appointment from the Executive Director of identified organizations. A letter of appointment may be provided by mail or email to Cal EMA and the Executive Committee Chair. Appointments will be made bi-annually and will be valid from January 1st – December 31st of the following year. The Chair and Vice Chair shall be nominated and elected by majority vote of the Executive Committee. The Executive Committee may select additional members and participants as appropriate.

Those designated to be members of the Executive Committee should have the knowledge and authority to formulate advice and make decisions on behalf of their constituents, attend the pre-scheduled meetings and be available to respond to ad hoc requests from the CalSIEC Coordination Office (Cal EMA) or Chair. Members who miss meetings without representation on a regular basis may be replaced. The minimum required time commitment is approximately two hours per month as well as attendance at a minimum of two meetings a year held throughout California.

The membership, identified in Figure B, aims to represent first responder public safety agencies (Fire and EMS, local law enforcement) and state officials involved in interoperability efforts.

Tribal Representative Appointment to Executive Committee

It is not the intention of the CalSEIC executive committee to determine the appointment process or nomination of the Tribal representative on the executive board but rather to provide a means that all of the Tribes are aware of the CalSEIC issues and efforts. The Tribes within the state, not being political subdivisions of the State, create the need for outlining an appointment process that provides at least notification to the other Tribes and a ratification requirement. Because of the unique nature and significant challenges of establishing an effective intergovernmental board, while considering the 109 federally recognized Tribes in the State, this section is established with the primary goals of:

- Providing for a State-Tribal relationship in the CalSEIC.
- Providing an avenue that facilitates consideration of Tribal specific issues in CalSEIC efforts.
- Strengthening information sharing capacity between the CalSEIC and the California Tribes.
- Providing an outline of the appointment process that allows participation of Tribes with a vested interest in the CalSEIC.

Tribal Number and Criteria

For the executive board of the CalSIEC there shall be one Tribal representative and one alternate from a federally recognized Indian Tribe that meets the criteria for Self-Governance that are set forth in section 402(c) of the Indian Self-Determination and Education Assistance Act (25 U.S.C. 458b(c) and employs at least 10 full-time personnel in a fire protection, law enforcement, hazardous material and waste management, Tribal security, emergency medical service, emergency management, or other related activities with the capacity and responsibility to respond to calls for service, emergencies, and disasters.

Tribal Selection

At least one of the eligible Tribal governments will propose a nominee to serve on the CalSEIC executive board and forward the nomination to all of the California Tribes for ratification. The nomination for the alternate will be the same.

Tribal Ratification

The nomination submitted to the Tribes will be ratified by at least 11 (10 % or greater) of the federally recognized Tribes in California by Tribal Resolution, Tribal Council Motion, or senior elected official (i.e. Tribal Chair). The ratification for the alternate will be the same.

Tribal Term

The term of the California Tribal representative and alternate will be two years.

Definition

INDIAN TRIBE: The term 'Indian Tribe' means any Indian Tribe, band, nation, or other organized group or community that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians. 25 U.S.C. Sec 450b

9.0 CalSIEC Roles and Responsibilities

At a high-level, the CalSIEC is responsible for the development of technical and operational policies for the use of the interoperability spectrum, conducting outreach, overseeing CALSCIP programmatic implementation, reviewing grant applications, and measuring the overall performance of the statewide effort. While meeting in person is ideal for building relationships and focusing attention, conference calls, video conferencing, and e-voting are other ways to engage those who cannot attend a meeting. Specifically, the CalSIEC should address the following areas as well as additional roles as identified by the Committee:

Interoperability Spectrum Coordination and Management

- Charter and implement regional Planning Area Subcommittees to serve as local Subject Matter Experts in interoperability policy and coordination matters in a specific geographic area.
- Charter and implement Working Groups to serve as Subject Matter Experts in interoperability policy and coordination matters in a specified discipline or governance subject area.

CALSCIP Programmatic Implementation

- Adopt executive committee bylaws and a charter.
- Work with the CICO to develop and update the CALSCIP.
- Provide advice, feedback, and support to the CalSIEC CICO.
- Develop formal recommendations for the CICO by seeking guidance and considering recommendations on statewide issues from State and regional agency interoperability committees as well as working groups.
- Develop a timeline for each working group and work alongside working group members to complete key deliverables.
- Participate in CalSIEC and Planning Area meetings.
- Determine if a working group is necessary for the accomplishment of an initiative and identify key subject matter expert stakeholders to contribute expertise.

Grants Coordination & Policy Development

In support of the State Administrative Agency (SSA)

- The Executive Committee may serve as Subject Matter Experts when called upon to the SSA to provide input in to the development of state supplemental grant guidance related to interoperability.
- The Executive Committee may serve as the state's Peer Area Subcommittees as Subject Matter Experts to make regional Investment Justifications (as far as contributions to the regional interoperability effort to advance the state of the art in the Planning Area) and the prioritization of Investment Justifications against available funds in the particular grant.

Measurement

- Recommend an approach for the statewide interoperability efforts and measure progress toward the final vision.
- Provide a method to capture lessons learned for future operations.
- Review and adjust the governance model, as needed, based on measures.

Outreach

- Educate and regularly update representatives from the Governor's Office, appropriate legislative committees, and the public regarding the State's interoperability work.
- Report CALSCIP information back to the organizations of CalSIEC for wider distribution.
- Advocate for interoperable communications at senior levels of government and among member constituencies.
- Build relationships at the Federal, State, and local levels.

10.0 CalSIEC Chair and Vice Chair

A Chair may be elected either from the standing members of the CalSIEC or from a qualified member of the public safety community. The Vice chair position will be elected from the Executive Membership of the CalSIEC.

A qualified member of the public safety community is defined as a current member of a governmental agency or association that represents law, fire, emergency medical services, tribal public safety, or emergency management. Former members of governmental agencies who maintain current membership in a public safety association are also eligible. Persons who represent for-profit agencies/companies are not eligible to serve as Chair.

The Chair and Vice Chair should possess leadership qualities and be experienced public speakers. He/she should have a communications background with a perspective of both local and state level public safety mutual-aid. This position requires some discretionary time (approximately 2-3 hours per month) for calls, in-person meetings and various correspondence reviews. The Chair/Vice Chair position does not have a vote on the Executive Committee but retains the right to vote for his/her agency or association.

Chair & Vice Chair Nomination and Election Process

A nomination process for Chair and Vice Chair will be as follows:

- The election for Chair and Vice Chair takes place on alternate years during the last CalSIEC meeting of the state fiscal year. Nominees will be presented to the Committee along with a brief bio outlining their qualifications.
- An Executive Committee Member may self-nominate, nominate another member of the CalSIEC, or nominate a qualified member of the public safety community by letter or email to the standing chair and Cal EMA before the meeting. The nominee will provide the standing chair and Cal EMA a brief bio or list of qualifications for distribution to the Executive Committee.
- An email with the names and bios of the nominees will be sent to the Executive Members at least one week before the meeting.
- The vote will take place during the meeting by show of hands/cards.
- If there are multiple candidates for the Chair or Vice Chair positions, the nominee that receives the most votes will be elected. .
- Once selection is made for the Chair and the Vice Chair, they will commence in their new roles on July 1st of that year.
- The Chair and Vice Chair are non-voting positions. If the Chair/Vice Chair is also an executive member, the Chair/Vice Chair will retain the right to vote for his/her agency or association.

Chair & Vice-Chair Terms of Office

The Chair and Vice Chair each have a term of office of two years, staggered.

Chair and Vice Chair Role and Responsibilities

The Chair shall:

- Preside over all regular and, if required, special meetings.
- Oversee the coordination of CalSIEC meetings, including setting the time and location of such meetings.
- Create and distribute an agenda for the CalSIEC meetings two weeks in advance of each meeting date and provide read-ahead material a week in advance.
- Collaborate with the Cal EMA on project and initiative support and funding related to the State's communications interoperability efforts.
- Be a full-time resident in the State of California.

The Vice Chair shall:

- Preside over the meetings in the absence of the Chair.

11.0 Planning Areas

Purpose

For governance purposes, CalSIEC has divided California into four Planning Areas that are determined by Operational Area membership. The Planning Area and its member Operational Areas are described below.

CalSIEC Planning Areas	
Northern	Butte, Colusa, Del Norte, Glenn, Humboldt, Lake, Lassen, Mendocino, Modoc, Nevada, Plumas, Shasta, Sierra, Siskiyou, Sutter, Tehama, Trinity, Yuba
Capital-Bay	Amador, Alameda, Alpine, Calaveras, Contra Costa, El Dorado, Marin, Monterey, Napa, Placer, Sacramento, San Benito, San Francisco, San Joaquin, San Mateo, Santa Clara, Santa Cruz, Solano, Sonoma, Stanislaus, Tuolumne, Yolo
Central	Fresno, Kern*, Kings, Madera, Mariposa, Merced, Tulare
Southern	Kern*, Imperial, Inyo, Los Angeles, Mono, Orange, Riverside, San Bernardino, San Diego, San Luis, Obispo, Santa Barbara, Ventura
* Because it encompasses both sides of the mountain range that separates the Central Valley and Southern California, Kern participates in both Central and Southern Planning Areas	

It is the responsibility of each Planning Area to provide a single representative to sit on CalSIEC. This individual will have authority to act on behalf of, and represent the Planning Area and its members relative to all decisions and general business conducted by CalSIEC.

The primary mode of communication for each Planning Area will be their individual listserv.

12.0 Liaisons & Advisors

The Executive Committee values the importance of other practitioner subject matter experts input into the decision making process. As such the identified organizations below represent, but are not limited to, key liaisons and advisor to the Executive Committee.

Figure C: CalSIEC Liaisons & Advisors

- Federal
- Regional Planning Committees (Region 5: 700 & 800 MHz RPC) (Region 6: 700 & 800 MHz RPC)
- Non-governmental Organizations (NGO's)

- Border States: Oregon, Nevada and Arizona
- American Association of State Highway and Transportation Officials (AASHTO)
- American Public Transportation Association (APTA)
- Special Districts
- Public Safety Radio Strategic Planning Committee Members (PSRSPC)
- Others as Needed

13.0 Subcommittees

Narrowly-chartered Subcommittees should be formed to provide recommendations on initiative implementation to the Executive Committee as well as to other components that wish to develop them (e.g. planning areas.) Subcommittees are the engine of the statewide interoperability effort. They are to complete the tasks associated with initiatives identified within the CalSCIP and provide recommendations to the Executive Committee for consideration and potential adoption. Additionally, it is expected that Subcommittee members will participate in the CalSCIP update process by identifying potential initiatives that the Executive Committee and CalSIEC Coordination Office (Cal EMA) should consider adding to the State's interoperability effort. The CalSIEC Coordination Office (Cal EMA) should help organize, steer and maintain the Subcommittee's.

Working Groups

WG's are informal groups of practitioners assembled for a limited time frame to work toward the accomplishment of a specific goal. WG's members are generally subject matter experts (SME's) made up of regional and local emergency response practitioners and other stakeholders as necessary. The results and recommendations that may be developed by WG will be presented to the Executive Committee for consideration. Once approved, the Executive Committee will provide the recommendations to the Cal EMA for acceptance.

14.0 CalSIEC Business Processes

Meetings

Meetings of the Executive Committee will be scheduled on a regular basis; there will be a minimum of four meetings per year (one per calendar quarter). When possible, meetings may be held by conference call to minimize the travel burden for CalSIEC members, however at least two of the regular meetings will be conducted face-to-face.

Agendas for Executive Committee meetings will be published at least 14 calendar days in advance of the meeting date.

Travel Costs

The CICO (subject to available grant funding) will pay all eligible travel expenses incurred as a result of participation in Executive Committee activities by Executive Committee members and their designated alternatives.

CalSIEC Website

The CICO will maintain a publicly accessible CalSIEC website. The content of the website will include:

- Information for the public on the purpose and composition of CalSIEC, including a list of the current members of the Executive Committee and subcommittees.
- A listing of all scheduled Executive Committee, Subcommittee, and Working Group meetings in the next six months.
- Agendas and supporting documents for future meetings.
- Minutes of previous meetings.
- Planning documents related to interoperability spectrum management in California.

Decision-making

The Executive Committee will operate by consensus on all regular business and ongoing coordination. However, there may be times when the group will occasionally have to vote on issues when consensus is not possible and a decision must be made. Each organization included in the Executive Committee will have one vote with the exception of Cal EMA. CalSIEC members can abstain from voting on any issue if they so choose. The Executive Committee shall act upon the agreement of a majority of the membership present and voting. Dissenting opinions should be aired and noted in the meeting minutes.

E-Mail Voting Procedure

A vote by e-mail may occur as deemed necessary by the CalSIEC chair. These following procedures address voting by CalSIEC members through e-mail:

- **Identification of item:** Any issue to be voted on that the CalSIEC members could not vote on during the regular meeting time-period can be voted on by members through e-mail. The specified issue or item to be voted on must have a standardized response, e.g., multiple choices or yes/no. Request for vote: Upon approval by CalSIEC members, a vote by e-mail will be solicited by the chair.
- **Voting organization:** There will be one vote from each standing member organization. Only one designated member will cast the vote through e-mail.
- **Vote Notification:** The vote will be coordinated through e-mail, by the CalSIEC chair or vice-chair via a "Vote Notification." Vote notification e-mails will be sent to one designated member per organization, as determined by the CalSIEC members. The designated voting member will be listed in the vote notification e-mail.
- **Voting Period:** Vote responses will be due one week after initial vote notification or during an alternate time frame approved by CalSIEC members, as necessary. E-mail responses will be sent to the CalSIEC Coordination Office (Cal EMA).
- **Results:** Results of the vote will be posted through e-mail one day after close of voting period. Results will include an organization's response and the name of the member submitting the vote. The results will be e-mailed to all CalSIEC members and designated alternates.